

# Challenge

MARCH 1973 / 65 cents



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# HUD Challenge

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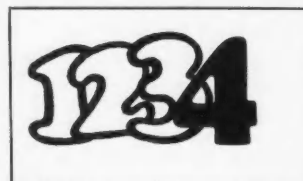
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**PAGE 2:** The Federal Government's growing interest in rehabilitation to add to the Nation's needed supply of decent housing has resulted in Project Rehab in 30 cities.

**PAGE 6:** The Mayors of Newark, Indianapolis, Cincinnati, and New Orleans give their view of how Project Rehab has worked in their cities.

**PAGE 16:** HUD's National Community Arts Competition will lead to an exhibit this month in Washington, D.C., and eventually to a catalogue from which public and private agencies can choose artists for their projects.

**PAGE 26:** Welfare Island, the 14th new town assisted by HUD will be a New York City community free from automobile traffic congestion and pollution.

**PAGE 28:** A coloring book devised by the Peekskill, N.Y., Housing Authority as a Christmas gift is now available to others who want to teach elementary school children about the urban renewal process.

### NEXT MONTH:

The April issue will commemorate the fifth anniversary of the Fair Housing Law with articles on the history of discrimination, equal opportunity progress to date, and activity to make equal opportunity a reality for all Americans.

**COVER:** Rehabilitation of single-family units in Philadelphia is typical of the work done under several HUD programs to increase the national housing supply by saving existing inventory.

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# looking ahead

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## Solar Power

Solar-powered air conditioners for homes and apartments will be available before the end of the 1970's, according to engineer Roger N. Schmidt, director of a Honeywell Corporation project to develop solar "energy collectors" in desert areas. If a working model solar collector proves feasible, the researchers foresee huge "solar farms" located in unused desert areas to harness the sun's energy for domestic uses.

## Housing from Recycled Materials

If you want economical construction, use recycled materials, *The Mother Earth News* tells its readers, and reports that with lumber reclaimed from a New Hampshire sap house, boat shed, and barn, two young people built a 500-square-foot, year-round live-in cabin in the woods for only \$150. The *News* says the most usable material for recycling is obtained from old garages and barns which have as much framing and siding as a house, and with the advantage that there is no non-reusable plaster or drywall to be disposed of.

## Plastic Houses

A plastic house designed by Architect Valerie Batorewicz and co-sponsored by a research grant from Yale University, is seen as one answer to the need for an inexpensive prefabricated house "that doesn't look like everybody else's house," says the December *Yale Alumni Magazine*. It pictures the house and reports an interview with Mrs. Batorewicz in which she discusses her architectural ideas and their relation to the American housing market. Technique and materials of the prototype erected in a residential section of New Haven, Conn., are described as follows: "Fiberglass cloth is stretched from a central core to the end wall, and everything is sprayed with isocyanurate foam to create a homogeneous building. A cement-resin material, which imparts a stucco-like texture, makes the house waterproof. The absence of shingles, joints, sidings, and gutters means low maintenance, and the foam is such a perfect insulator that the normal costs of heating and cooling are reduced by half. The cost, about \$25,000, is roughly \$5,000 less than a conventional house of the same size. This prototype consists of five "satellite" rooms and a central core containing bathrooms and kitchen, structural supports, and all heating, cooling, electrical, and plumbing systems.

## Rural-to-Urban Migration

Will the future see a reversal of the rural-to-urban migration? A recent Gallup Poll reports that only 13 percent of persons interviewed said they prefer city living. This compares with 22 percent who in 1966 declared their preference for city life. Furthermore, of city dwellers, only one in five (20 percent) said they prefer city life. This is compared with nearly twice the proportion (nearly 36 percent) of city dwellers who in 1966 expressed their preference for city living. The poll notes that the declining appeal of cities is recorded among both whites and blacks, among young as well as old, and in all major regions of the Nation.

## Whither Mobile Homes?

The Frank Lloyd Wright Foundation, which is working with manufacturers of mobile and modular homes in a "new alliance between architecture and industry," forecasts the elimination of the concept of continuing mobility, the replacement of mobile home parks by planned unit developments, and good instead of "dreary" design. The prediction is part of a discussion in the *AIA Journal* of the mobile home industry by Vernon D. Swaback, an architect associated with the Frank Lloyd Wright Foundation, who says "environmental awareness has entered the marketplace. . . architects and planners are going to have to . . . realize that the world is turning and the old tricks won't work any more."

## Free Mass Transit Rides

Free rides on mass transit systems may be in the offing. Rome has already experimented with this device to induce greater use of public transit; the U.S. Department of Transportation is advocating subsidy for limited free mass transit in large U.S. cities and has funded a project of the University of Massachusetts to demonstrate the values of replacing autos with free bus service in Amherst, Mass.; and in San Francisco, free rides are proposed on Bay Area Rapid Transit trains. The quid-pro-quo, of course, is to reduce use of private automobiles that bring traffic to a standstill and air pollution. A variety of ways to pay for the free rides are suggested: a small retail tax, a gasoline sales tax, and the accrued savings from elimination of the complex of fare-collecting equipment that is now required on buses and subways.

new approaches to an old idea

# rehabilitation conservation preservation

By James E. Armstrong

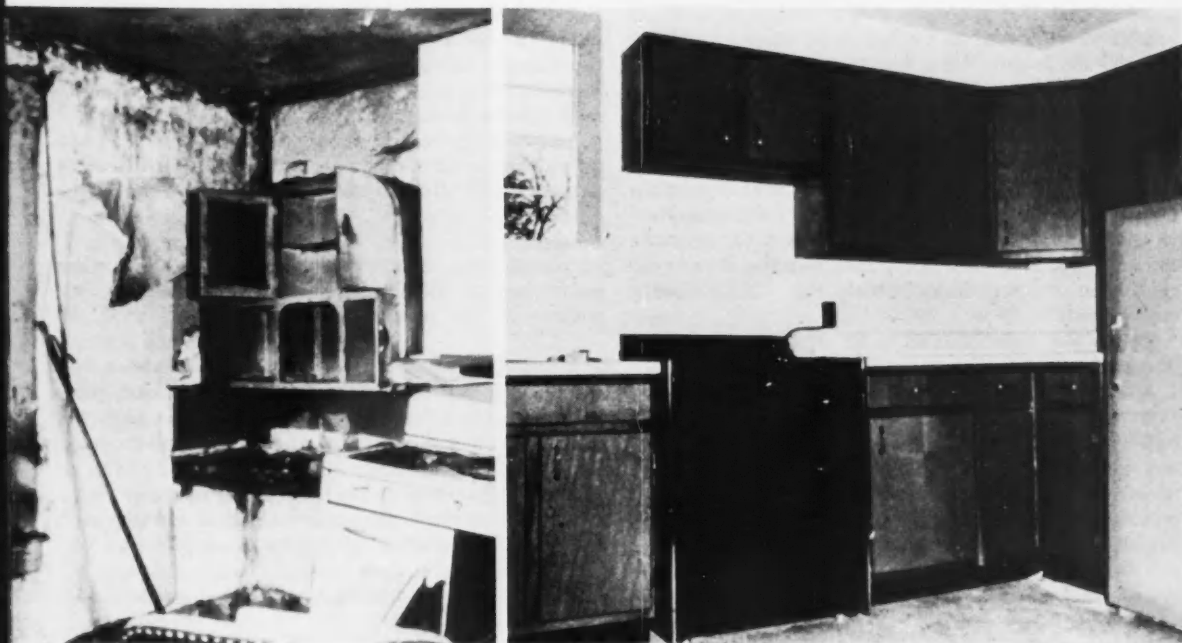
Following World War II, when it became apparent that housing needs far exceeded our ability to meet the long range requirements of a new generation of family residents and the growing migration from rural to metropolitan neighborhoods, we began to consider the possibility that thousands of deteriorated but basically sound structures could, with new techniques, be rehabilitated and brought onto the market.

The rehabilitation approach was first applied to preserve special residential properties—usually stimulated by local societies and civic organizations. Later, this method was emphasized in national magazines such as *American Home*, which published colorful before-and-after pictures of interiors and exteriors of many rehabilitated houses throughout the country.

Soon, entire neighborhoods were being rehabilitated. Four of these neighborhoods have become national tourist attractions: the Georgetown and Capitol Hill complexes in Washington, D.C., Old Town in Alexandria, Va., and Olde Towne in Chicago. These developments conceived by civic-minded citizens using private capital have inspired similar efforts in almost every region in the country. Among medium and higher income families, it has become fashionable to live in rehabilitated houses in desirable locations.







### Government Programs

Government interest in home improvement started in 1934, when the new Federal Housing Administration initiated the Title I Home Improvement Program. In the beginning, this program was directed to funding basic repairs to owner-occupied dwellings, financed as an installment loan contract through approved lenders and insured by FHA. Although the term of the contract was short and the interest rate relatively high, this became a high volume program. The early limitations were later broadened to cover attached amenities such as garages, new porches, extra rooms, and a large category of general improvements.

In early years, housing legislation dealt with rehabilitation of existing properties as well as new construction. The first legislation designed exclusively to provide FHA mortgage insurance for rehabilitation was Section 221(h) of the National Housing Act of 1966. Under this Section, nonprofit sponsors could buy, in lots of four or more, housing units for rehabilitation and subsequent resale to

ABOVE—In St. Louis, Mo., the kitchen shows the dramatic changes possible under Project Rehab. Abandoned and unlivable dwellings can become clean, pleasant surroundings. LEFT—In Pittsburgh, Pa., the before and after exteriors of rehabed houses show the difference several completed projects can make in an entire block.

eligible low-income home purchasers. FHA insured the 221(h) mortgages on a long term basis (usually 40 years) at an interest rate of three percent. The mortgage amount was 100 percent of the acquisition price plus the cost of substantial rehabilitation.

### Project Rehab Emerges

In 1968, the Housing and Urban Development Act created the Section 235 Home Ownership and Section 236 Rental Housing programs to provide decent housing for low- and moderate-income families through a subsidized interest rate, and made their provisions available for rehabilitation as well as for new construction. From this emerged the Project Rehab program now underway in 30 cities, sponsored by a variety of local organizations, including local housing authorities.

The Project Rehab program was set in motion with the initial aim of substantially rehabilitating 37,500 units over a two-year period in 15 cities geographically distributed throughout the country. But within a few months of its launching, more than 30 cities had indicated interest in the program, and, ultimately, that was the number included in Project Rehab, based on the following requirements:

- (1) Structures suitable to be rehabilitated available in quantity and at an acceptable cost.
- (2) Written pledges of full support and cooperation from the Mayor and City Council relating to administrative staffing; providing relocation resources; making sure that other Federal programs active in the city used their resources to facilitate progress of the undertaking; providing improved amenities in the neighborhoods to be rehabilitated, such as better streets, sidewalks, lighting,

garbage collection, parking and recreational facilities, and police and fire protection; and offering some acceptable form of tax abatement.

(3) A sufficient number of capable developers willing to train and utilize a neighborhood work force, to participate in neighborhood meetings leading toward understanding and cooperation, and to submit to the local HUD office acceptable plans relating to the physical displacement of present occupants and a comprehensive management plan covering the term of the mortgage.

(4) An unequivocal nomination by the HUD Regional Administrator and a positive willingness upon the part of the local Area Office to join wholeheartedly in expediting processing of the documents that determine feasibility of a given proposal and commitment for FHA mortgage insurance.

(5) A definite commitment by the city's commercial community and organized labor sufficient to assure a united effort to make Project Rehab work.

### Complexities

Large-scale rehabilitation is a complex undertaking and it may be illuminating to discuss reasons that proposals may be rejected by HUD. These include the following:

- (1) Although Section 106 seed money has been available to nonprofit sponsors and a 10 percent contingency reserve may be required, the rentals from the properties often do not properly relate to the anticipated cost of maintaining and operating the project over the term of the mortgage. With underfinanced sponsors, there is always a calculated risk that unforeseen developments brought on by weather conditions, labor problems, van-

HUD SUBSIDIZED HOUSING REHABILITATION PROGRAMS, 1962 - 1972

PROGRAM	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972 <sup>P</sup>	TOTALS
Total Units Started	222	366	1,051	1,686	3,903	5,189	25,114	22,438	29,056	30,682	35,746	155,453
1-4 Family Rehabilitation	...	...	...	7	412	1,193	4,169	9,489	13,209	14,175	8,085	50,739
Section 221(h)	...	...	...	...	...	10	744	1,897	615	69	...	3,335
Section 235(i)	...	...	...	...	...	...	...	...	238	597	617	1,452
Section 235(j)	...	...	...	...	...	...	...	55	1,253	1,597	511	3,416
Section 115/312 <sup>1</sup>	...	...	...	7	412	1,183	3,425	7,537	11,103	11,912	6,957	42,536
Multifamily Rehabilitation	222	366	1,051	1,679	3,491	3,996	20,945	12,949	15,847	16,507	27,661	104,714
Low Rent Public Housing <sup>2</sup>	222	366	723	1,146	2,925	3,456	15,343	8,302	6,151	3,959	11,988	54,581
Turnkey	...	...	...	95	556	1,254	3,425	1,329	1,178	785	493	9,115
Leased	...	...	...	...	1,474	1,422	5,348	4,819	4,033	1,936	3,367	22,399
Acquired	222	366	723	1,051	895	780	6,570	2,154	940	1,238	8,128	23,067
Rent Supplement <sup>3</sup>	...	...	...	...	...	...	...	438	1,691	2,720	2,069	6,918
Section 221(d)(3)	...	...	328	533	566	540	5,602	3,862	1,555	578	75	13,639
Section 236	...	...	...	...	...	...	...	347	5,883	8,319	12,970	27,519
Section 115/312 <sup>1</sup>	...	...	...	...	...	...	...	...	567	931	559	2,057

HUD HPMC-FHA  
Division of Research and Statistics  
Statistics Branch 1/29/73

1/ Prior to 1972, all Section 115/312 units included under multifamily, since detail by structure type not available.

2/ All low rent public housing units included under multifamily, since details by structure type not available.

3/ Rent supplement starts include only those units not reported under other subsidized programs.

P - Preliminary

dalism, or lack of working capital could cause construction to stop or management to fail.

(2) Property to be rehabilitated is one of many in a deteriorating neighborhood and appears to be a single shot job that would not enhance values in the area.

(3) The rental schedule adequate to carry the costs of the project is not possible because of income limits which determine the eligibility of the occupants for subsidies.

(4) The architectural or work plans are not of a quality to insure long-term occupancy by satisfied tenants.

(5) The proposal shows excessive fees for architects, attorneys, and consultants, either explicit or implied, or fails to present comprehensive relocation and management plans. Local HUD officials are most sensitive to these requirements; poor relocation planning invites inevitable difficulties, and poor management planning is a first indication of eventual default.

Needless time and expense are wasted if the sponsor is not aware of these pitfalls. Local HUD officials are ready to provide counsel and guidance to people wishing to participate in the program.

#### Accomplishments of Project Rehab

At the end of 1972, in the 30 cities with Project Rehab programs more than 51,000 dwelling units had been judged feasible for rehabilitation and were in various stages of processing, construction, and occupancy.

Project Rehab, although encountering many roadblocks and the usual slippages inherent in the housing industry, has proven its worth. It is not only improving the shelter of thousands of families, but it is providing training that makes craftsmen out of unskilled workers. And Project Rehab serves to bring private and public community development organizations together in a common and coordinated effort. This has eased tensions in highly sensitive areas providing employment and business opportunities which have uplifted their city's economy and given a new sense of pride and well being to the discouraged and depressed.

The home rehabilitation concept has also meant the creation of a new industry. Whether it is the impressive renovation of mansions in old Georgetown or making habitable the low-income family housing in Newark's Amity Village, a sound and beneficial program is now moving forward. Eventually, it is hoped that all the varied Federal, State, and local government home preservation programs can be combined with the efforts and resources of private capital in a continuing endeavor to conserve and improve our deteriorated housing stock. Someone has said, "Country folk care only about their barns and city people care only about their new automobiles." I believe this old axiom no longer applies. ☞

*Mr. Armstrong is a Rehabilitation Specialist in HUD's Housing Production and Mortgage Credit office.*

City	Units to be Rehabed	No. Completed or Under Construction
Pittsburgh	2,500	1,660
Indianapolis	2,500	1,717
New York	2,500	1,431
Cleveland	2,500	1,256
Cincinnati	2,500	5,253
Hartford	1,000	707
Seattle	2,400	1,188
El Paso	1,350	1,350
Detroit	2,500	2,028
Memphis	2,000	593
Philadelphia	2,300	1,635
Los Angeles	2,500	2,377
Baltimore	1,700	1,676
Buffalo	1,000	188
Newark	2,500	364
Jacksonville	1,500	35
Washington	2,500	607
Chicago	2,500	277
Kansas City	2,500	428
Gary	2,000	144
Hoboken	1,200	95
Youngstown	1,000	-0-
Dayton	1,000	214
St. Louis	500	-0-
Wilmington	600	7
Denver	1,000	-0-
Atlanta	1,000	-0-
New Orleans	600	-0-
St. Paul	1,000	-0-
Syracuse	750	-0-
	51,400	25,230*

\*As of November 30, 1972.

*"Rather than clinging to the illusion that a simplistic housing production/finance strategy will necessarily meet the Nation's housing needs completely, we must, therefore face up squarely to the problems of cost and social equity inherent in this strategy. Such an inquiry must surely include a greater effort than in the past to focus on the Nation's existing housing stock—its condition, its maintenance and improvement, its rehabilitation, its management, and its market dynamics. The rapid deterioration and abandonment of many existing housing units, if unchecked, could turn our new production efforts into a treadmill. While there are a few relatively small Federal programs such as public housing leasing, rehabilitation, and subsidized homeownership which make use of existing housing, these programs have tended to play second fiddle to the more glamorous production programs and are not yet part of a well orchestrated national housing strategy. . . ."*

*Third Annual Report  
on National Housing Goals*

# 4

## mayors review project rehab

# 1

## NEWARK PROJECT REHAB

By Mayor Kenneth A. Gibson  
City of Newark, New Jersey



Two years have passed since Newark was certified as a Project Rehab City. At that time, I charged the responsibility of coordinating and monitoring Project Rehab to the Newark Housing Development and Rehabilitation Corporation (HDRC), an organization which was planned and funded by the City's Community Development Administration. Upon designation as monitors of Project Rehab, the HDRC Executive Director, Robert C. Holmes, instituted a bi-monthly rehab meeting to encourage developer/sponsors to meet face-to-face not only with representatives of the various levels of city, State and Federal governments, but also their problems. It is now the proper time to report how these problems have been dealt with and what kind of an impact has been made in Newark by Project Rehab.

The HDRC, with the assistance of the City's Division of City Planning, selected target areas where comprehensive efforts could be made not

only in rehabing housing units, but also upgrading existing recreational spaces, providing new street furnishings, such as lights and new signs; cleaning vacant lots, demolishing old abandoned buildings, improving sidewalks, and planting trees and shrubs.

Developer/sponsors were selected for each target area and assigned an appropriate number of units to rehabilitate. They agreed to acquire only properties in their (geographically) assigned target area, thereby reducing speculation throughout the eight areas which were ultimately chosen. Developers emphasize their own areas and do not acquire structures in other target areas. By clustering their acquisitions, the developers are able to avoid scattered and isolated rehab, thereby guaranteeing impact.

Agreements were made by the CDA through the HDRC with each developer/sponsor. The developer/sponsor agreed to abide by the target area concept, an affirmative action plan endorsed by the City, a relocation program in cooperation with the Municipal Relocation Agency, the comprehensive planning and clustering concepts developed by the CDA, and the involvement of neighborhood block groups in the overall project.

The HDRC's Development Officer, Sylvester A. Hart, Jr., has had the primary responsibility for making sure that the Relocation Agreement between the Newark Housing Authority and the Community Development Administration is properly executed. We recognize the severe shortage of standardized housing in Newark, but, nevertheless, we have tried to utilize every available resource. It has been Mr. Hart's job to make sure that displaced families and developers are treated equitably. To date, 160 families have been relocated at a cost of \$120,336.

Of the eight developer/sponsors, two have had real success, both of

which are limited dividend corporations. The Old Aspen Corporation joined the Newark Project Rehab Program several months after it commenced. It has only rehabilitated 32 housing units to date, but has rallied the residents of the South Broad Target Area which is predominantly Spanish-speaking and black. The Old Aspen Corporation has assisted a group of young Puerto Ricans in establishing a company which will manage all the rehabilitated units. Aspen has approximately 700 units in various stages of rehab process. Two hundred and twenty of the 700 units have received a letter of feasibility from FHA, at this writing.

The most successful rehab story in our City, perhaps in the country, has taken place in the City's West Ward. The developer/sponsor, Priorities Investment Corporation (P.I.C.), has rehabilitated approximately 300 units under a State Housing Finance Agency Program. To date, they have completely rehabilitated over 700 housing units within a 20-square block area, and families are already occupying them. They anticipate rehabing 1,000 more units within this target area. It is necessary to point out that their efforts have not only been on unit counts. Much attention has been directed to social concerns: involvement and advancement of minority sub-contractors, job training programs, planning with neighborhood groups, and a major emphasis on educating families in household management of their rehabed units.

The West Ward was chosen as a Project Rehab Target Area, and concentrated City assistance, primarily because its housing stock was over 50 percent owner occupied and well kept. It had many clustered multi-family, masonry structures, which began to be neglected. It was well organized by concerned citizens, and a competent developer was rehabing

on a smaller scale. The area is predominantly residential in character, with scattered commercial and light industry located along the major east-west avenues. Most residential structures are of the attached or semi-detached frame type on narrow lots, with limited off-street parking facilities. The typical residential block is characterized by masonry structures along the avenues, while the side streets are almost exclusively two- and three-story frame residences.

Besides the structures rehabed by P.I.C., dilapidated and abandoned buildings have been demolished on several vacant lots; parking lots or mini-parks have taken their place. An upgrading of municipal services has occurred, many abandoned cars have been removed, and new street lighting and street signs have been installed by the City. The HDRC is also planning to utilize vacant lots as infill housing sites. The Community Development Administration took many of the social and economic concerns, and developed specific programs aimed at expanding education and employment opportunities. A social center, once a Ukrainian Orthodox Church, was renovated by P.I.C., and turned over to the Tri-Cities Citizen's Economic Union to operate as a day care and recreational facility. Directly across the street, the State Housing Finance Agency cleared land for a two-level recreational area; passive recreation on the first level, and two basketball courts on the second. I understand that the Essex County Parks Commission is considering a year-round recreational center and an indoor swimming pool in the nearby West Side Park. This activity and involvement of the private sector with local, State, and Federal agencies is the essence of neighborhood stabilization in the City of Newark at this time.

The Assistant Director/Chief

Planner of the HDRC, Michael R. Galdo, recently made an interesting comment to me. He said, "We are beginning to turn the corner in the West Ward, and rehabing housing units has been the main thrust to encourage residents to do their own thing to improve their living conditions." Project Rehab, along with the City's special efforts and a socially conscious developer, have done it. Some private homeowners are upgrading their properties without governmental assistance. Interspersed between units rehabed by P.I.C., you can see private homes undergoing renovation, new interiors, aluminum siding, new porches, windows, fresh paint, and even flowers. That's impact! If waiting lists are an indication or measure of quality, then we have a tremendous success. Over 1,600 families are on the waiting list to live in the rehabilitated units completed by Priorities. P.I.C.'s major wish is that the processing at FHA could be expedited so that more units can be rehabilitated.

It has really been rough going for developer/sponsors who were approved initially for participation and chose the private nonprofit route. CHARC (Clinton Hill Area Renewal Corporation) was very near a feasibility letter on 130 units, but was then rejected because HUD officials felt this organization did not have the financial resources to guarantee that the project would not default in its mortgage payments in the future. So goes the story for the other private nonprofit sponsors who desired to participate in Project Rehab. Incidentally, this same group recently held a ground-breaking ceremony at the Clinton Hill Community Gardens—a \$4.3 million garden apartment complex to house 150 families. This project is being financed by the New Jersey Housing Finance Agency.

I would like to sum up my re-



# 2

## PROJECT REHAB IN INDIANAPOLIS

By Mayor Richard G. Lugar,  
City of Indianapolis, Indiana



marks by focusing attention on the families who now have decent housing. Lives have been changed. (Some, but not enough.) A new attitude prevails in the areas where Project Rehab has made progress. A sense of community has been reinforced. We have made an impact and perhaps saved a neighborhood from decay through comprehensive planning, and the commitment of many, especially the developer, the concerned city, State and Federal officials, and the staffs of the Newark Housing Development and Rehabilitation Corporation and the Community Development Administration.

As I stated in our original submission for Project Rehab certification, housing rehabilitation is and will continue to be a vital element in the total plan for physical improvement under the Gibson administration. ☛

As we near the June 1973, deadline for the completion of Project Rehab, Indianapolis has achieved approximately 80 percent completion or commitment of its allotted 2,500 units. The city is determined to see this successful program through to completion.

Considered a leading city in the country in terms of the number of units produced under the Project Rehab program, Indianapolis has mortgage commitments in the amount of \$23 million. At the close of 1972, 1,869 units were completed or in various stages of processing with approximately 1,000 units occupied. To date, \$230,000 has been spent on relocation by the sponsors. Additional expenditures are anticipated to meet requirements of the Uniform Relocation Act. The spin-offs from the program have been tremendous, in terms of creation of new jobs, purchase of materials and supplies,

and residual benefits to the local economy.

Based on the city's demonstrated record in rehabilitation (700 units the previous year), Indianapolis was one of two cities approached originally in 1969 by HUD to participate in the innovative program.

A breakdown of the units, by type, as dictated by market demands in Indianapolis includes:

148	efficiency units
1,065	1-bedroom units
468	2-bedroom units
138	3-bedroom units
32	4-bedroom units

Selection of appropriate Project Rehab sites was an important consideration by officials of the Department of Metropolitan Development who were given the responsibility for coordinating the project. Three inner-city neighborhoods were chosen for extensive rehabilitation treatment. Two of the neighborhoods, the Model Neighborhood and the Highland-Brookside Area, were selected to dovetail Project Rehab with other community improvement efforts.

Maximum impact and effectiveness in use of local, State, and Federal resources were achieved. This technique has proven successful. In the Model Neighborhood, a demolition program and federally assisted urban renewal project are underway. Because of the added impetus of Project Rehab activities, many neighboring property owners seized the initiative to improve their properties, thus preventing additional blight. The Highland-Brookside Neighborhood, the first earmarked for priority assistance under the city's Planned Variations Program, was able to coordinate Project Rehab with other programs in the initial planning stage.

The third target area selected was the Regional Center area encompass-

ing the downtown portion of the city. Choice of this location was based on the pressing need for low- and moderate-income housing for persons employed in the downtown area, and an additional incentive to private sector support for central city development. A third factor, the existence of a large number of deteriorating vacant and partially vacant multifamily structures, provided additional reasons for the selection of the downtown area.

Relocation was an important consideration to Development officials in administering the program. Because recent inner-city construction of an interstate highway leg had displaced approximately 4,500 families, thereby virtually exhausting the available low- and moderate-income rental housing stock, great care was taken to see that individuals displaced by Project Rehab had suitable replacement housing. Local development officials insisted on a one-for-one replacement policy and that relocation housing suitable to the tenant's needs and income be available before displacement began. While this necessary requirement eventually slowed progress of the program, especially after the initial stock of vacant units had been completed and occupied, substantial social upheaval and related problems were avoided.

Charged with the responsibility of relocation was the Central Relocation Office of the Department of Metropolitan Development. In addition to the limited relocation financing covered in the mortgage commitments for early projects, additional funds were appropriated for that purpose from Model Cities and Planned Variation funds.

To insure adherence to the relocation policy, the Department of Metropolitan Development insisted that potential Rehab sponsors submit to and have approved by the city a

detailed relocation plan prior to HUD project application approval. Because the city had final sign-off on relocation, the integrity of the policy was maintained.

To date, 1,114 persons have been displaced and relocated (black 28.4 percent, white 71.6 percent).

Comprehensive planning was an important consideration to the city's participation in Project Rehab. Care has been taken to insure that sponsoring agencies work closely with officials in conforming to the city's established housing strategy. In the 1972-73 Workable Program for Community Improvement, the city detailed its development strategy. Project Rehab is a strong element in the housing component. Two of the selected target areas were served by well-organized neighborhood associations (Model Neighborhood and Near Eastside Community Organization). Citizen input played an important role in the planning process.

Selection of Project Rehab housing sponsors was undertaken with city sign-off. Eight sponsors representing not-for-profit and limited-dividend corporations were selected.

Although Project Rehab has had a positive and dynamic impact on the community, its progress has not been untroubled. While rehabilitation of the first units proceeded with dispatch, progress slowed as the availability of vacant and partially vacant structures dissipated, thus entailing delays in relocating residents. This situation resulted from the original agreement between the city and HUD, which stipulated that HUD would not approve rehabilitation applications from sponsors until replacement housing was assured.

The decentralization of HUD and subsequent establishment of an Area Office in Indianapolis, necessarily interrupted the administrative process. A four-month moratorium imposed by

HUD, which extended from October 1970, until spring of the following year, served to extend the execution time for the project. Despite these difficulties, the program in Indianapolis must be termed a success.

The positive economic impact of Project Rehab upon the total community has been significant in creating new business opportunities and jobs for skilled and unskilled workers. A basic purpose of the program, to reduce the time factor involved in the administration of federally assisted rehabilitation programs, was achieved. At present, an average turnaround time of six months, from application to management and occupancy, is being realized, compared to twice the previous time-lag.

The impact of Project Rehab has been significant in terms of visibility in the community. Substantial peripheral rehabilitation and improvements have resulted.

Property tax revenues derived from rehabilitated units, the previous condition of which all but removed them from the tax rolls, will strengthen local government revenues and thus make available additional services.

Finally, the basic reason for it all—providing housing to low- and moderate-income persons in need—was fulfilled. Through the bold initiative of Project Rehab, the housing deficit created by interstate highway construction, urban renewal activity, code enforcement, and natural deterioration in Indianapolis has been reduced by 10 percent. And that, alone, makes Project Rehab good news. ☛

# 3

## REHAB PROJECTS IN CINCINNATI

By Mayor Theodore M. Berry  
City of Cincinnati, Ohio



Rehabilitation in Cincinnati has been a learning process. Our city government officials, neighborhood residents, lawyers, builders, bankers, and HUD representatives have been and still are learning about the potentials, the problems, and the limitations of rehabilitation.

Cincinnati's interest in rehabilitation preceded by several years its designation in 1970 as a Project Rehab city. In January 1968, our City Council established the position of Housing Development Officer. With the responsibility of stimulating housing activity for low- and moderate-income residents, it was determined immediately that rehabilitation might offer solutions to a number of housing problems. It could possibly provide better housing at both a faster pace and at a lower cost than large new developments that were becoming prohibitively expensive in the inner city. This expense factor,

plus the fact that Cincinnati had over 1,500 vacant abandoned housing structures blighting many neighborhoods, led to concentrated efforts to secure rehabilitation assistance.

In the fall of 1968, the City authorized the funding of Action Housing for Greater Cincinnati. As a nonprofit housing development corporation, its operating expenses were funded by the city while its development costs were supplied by the Chamber of Commerce, the business community, and churches. In conjunction with its funding, many meetings and seminars were held in an effort to train and encourage interested citizens to take an active part in improving housing. Architects, lawyers, neighborhood residents, clergy, builders, lenders, representatives of the news media, members of the city administration, HUD officials, and political leaders actively participated in these meetings.

During the process of these meetings, City Council and the City administration began to look at their own relationship to housing. A special variance board was established with the power to alter any requirements of the building and zoning code that might improperly inhibit rehabilitation. The City's Housing Development Officer was appointed to sit as chairman of this board which had as members the Director of Planning and the Commissioner of Buildings.

Other programs were explored and financed by the City and other agencies to stimulate rehabilitation. The Better Housing League, a 50-year-old Community Chest organization that stimulated many of the changes and actions to produce better housing, was funded for homemaking training and homeownership counseling programs. The Cincinnati Bar Association received funds for a Lawyers-for-Housing project to train

and assist minority lawyers in housing development. The HUD Insuring Office in Cincinnati, along with Washington HUD officials, took an active role in encouraging and assisting those who might use the FHA programs in rehabilitation. The director, as well as his staff, took part in many night meetings with neighborhood groups interested in housing. Finally, many of the neighborhoods, and in particular those with strong neighborhood organizations, began to develop their own nonprofit housing development corporations. These neighborhood corporations were especially significant in the Model Cities area as they began to develop a vitality and expertise that has been a bright spot in our housing efforts.

By 1970, when Cincinnati was designated a Project Rehab city, all these efforts began to produce results. Projects sponsored and directed by many different organizations received financial commitments and started construction. Limited dividend corporations also began to proliferate as the advantages of using Section 221-d-3 and later Section 236 programs in housing rehabilitation attracted many who would never have invested money in inner city housing. Instead of itself acting as a sponsor, Action Housing took the path of assisting neighborhood housing development corporations and other groups by providing "packaging" services and "seed money" loans to many of these groups. It was also able to experiment with new programs developing the first (and only) Section 221-h project in Cincinnati and building the first modular unit to test and examine the problems of such construction.

Presently, over 5,500 units of multifamily rehabilitated units have been either completed, are under construction, or determined to be feasible. The impact has been tremen-

dous on the older sections of Cincinnati. Our number of abandoned structures has been reduced and we have increased the number of standard housing units during a period when its total population declined.

These rehabilitated units, themselves, are attractive assets in their neighborhoods. They provide for low- and moderate-income residents housing with central heat, equipped kitchens, new electric wiring, modern plumbing, fixtures and pipes, new roofs, windows, walls, floors and ceilings. Indeed, where buildings were once generally gutted, we now have rebuilt units.

Yet Cincinnati has had its share of problems. Since Project Rehab was the first housing rehabilitation program that completely dealt with the real estate business in inner city housing by capitalizing on the opportunities presented by the disinterests and disinvestments of owners of older properties, the properties that came on the market were grabbed by the developers and sponsors. This activity, however, was not coordinated and well planned and as a result, problems arose. Also, a few developers under pressure to meet construction deadlines, started construction and sometimes cut off utilities in occupied buildings in an effort to evict tenants before they could be properly relocated. Finally, some developers refused to work with neighborhood groups because they felt they were disruptive.

By the spring of 1971 the outcries of neighborhood groups and others rose to a fever pitch. City Council was requested to establish a moratorium on Project Rehab, and an agreement was reached to resolve these problems in a Memorandum of Understanding between the City and HUD. To provide administrative controls by the City Relocation office in the relocation of tenants and reviews

by the City of every project before the HUD feasibility decisions, this action applied to both the Model Cities area in connection with a citizen review process and by Council itself outside the Model Cities area. Neighborhood groups are also active in this process since all proposed projects are reviewed with the City's Housing Development Officer.

Problems still exist, of course. Rehabilitation on the scale achieved in Cincinnati has been unknown and is a new experience. However, we are tackling each problem as it arises and in this regard we have learned three important lessons.

To begin, we have learned that rehabilitation works and despite the fear by many that it is not feasible or too expensive, we have found that it is not only possible but extremely worthwhile. Our rehabilitated buildings speak for themselves. The second lesson we have learned is that rehabilitation is a new ball game. In America we learned how to build attractive new suburbs in what used to be cornfields. We have not, however, learned how to rebuild our cities or rehabilitate our older housing without disruption, and as a consequence, the special needs of inner city residents are frequently not being met. Finally, we have learned that there are many actors in the field of housing rehabilitation. In this regard, success can only be achieved by training and encouraging each on a collective basis.

Presently in Cincinnati we are undertaking an intensive review of our housing programs and are developing an official and comprehensive housing strategy. A working Review Committee on Housing was established February 1972 to develop this coordinated attack on all our housing problems and in conclusion I believe that rehabilitation will play a major part in this strategy. ☛

# 4

## REHAB NEW ORLEANS STYLE

By Mayor Moon Landrieu  
City of New Orleans, Louisiana



New Orleans is famous for many things. It's known for its Vieux Carre, for its port (the second largest in the United States), its Mardi Gras, its cuisine, its hospitality, its Dixieland, and the Super Dome (soon to be the largest indoor stadium in the world). New Orleans is also known for its beautiful old neighborhoods with tree-lined streets and beautiful architecture.

Time has treated New Orleans like many other cities. More than 50,000 housing units out of its 191,000 units are substandard. However, the years have also been kinder to New Orleans than to most other big cities. Its neighborhoods, in spite of deterioration, have remained relatively stable. Due to a low tax rate, the city does not have an abandonment problem; the vacancy rate of available housing is 6.6 percent, lower than the national average. Although New Orleans has lost population in the last 10 years to suburban development with the expansion of the

interstate highway system, it now seems that the disproportionate population outflow has ceased.

For years, the complexity of the housing problem led the city and community to inaction. In 1971, the Administration created a housing commission which took testimony from every element of the community to detail the city's housing problems and determine a housing strategy. Immediate specific courses of action to reduce the city's housing shortage were proposed. One recommendation was to totally involve the community in rehabilitation efforts. The Administration submitted an application to HUD for Project Rehab designation in which every establishment, institution, organization, or person which could have an effect on housing was included. This led to the designation in May 1972 of New Orleans as a Project Rehab City. A month later, a new member of my staff was appointed responsible solely for Rehab. Since then, a Rehab office in City Hall has been established. Staffed with architects, engineers, and planners, its role is to advise and inform private and corporate citizens on the advisability of Rehab programs and techniques.

The number of substandard units and the low vacancy rate are two factors that indicate New Orleans is an ideal Rehab city. There are more than enough substandard units needing Rehab. And once rehabilitation has taken place there are enough prospective buyers or tenants.

The age of our neighborhoods and the type of housing construction also point to need for a Rehab program. Half of all housing units are over 30 years old and probably the age of most substandard structures is from 50 to 75 years. The houses themselves are predominantly frame, "shotgun" buildings, with the "gingerbread" motif for which New Orleans is known.

These factors and a growing desire of the citizens to maintain the integrity and historic novelty of the neighborhoods, are assisting greatly in Rehab efforts.

To date, the most successful rehabilitation has been accomplished by two nonprofit corporations, Christopher Homes, Inc., of the Archdiocese of New Orleans, and the Greater New Orleans Housing Development Corporation, incorporated by the Federation of Churches. It is hoped that the Housing Authority of New Orleans, Model Cities funded nonprofit neighborhood development corporations, and several recently organized limited dividend corporations, will also participate. Minority contractors, because of their small size and ability to perform in all fields of construction, have proven most adept in Rehab. In several instances, mortgage companies have been a great catalyst. They have informed citizens, motivated them, organized contractors, and handled the perplexities of the paper work as well as financed many projects.

A city-wide campaign highlighted by billboards requesting property owners to "Rehab a Home" is underway. However, the rehabilitation of vacant structures is a main objective of the Section 235 and 236 Rehab programs and these properties are concentrated in certain areas. In Central City, 2,250 units are vacant and in a neighboring area, the Irish Channel, 1,770 units are vacant. Property values in the city as a whole are much higher than those in other cities and consequently are a real problem in utilizing the HUD Rehab program. These same neighborhoods have once again provided the majority of houses falling into the appropriate price range.

Rehabilitation as an officially sponsored technique has just begun in New Orleans. The HUD area office has coordinated its efforts with City Hall reducing the time element in obtaining local and Federal Government action. There is an air of optimism.

Combined with the prevailing attitude of its people to preserve the neighborhood and ties to the past, these efforts will result in additional housing of good quality and healthy neighborhood environments. ☺



# housing rehab changes people

The individual needs of people in substandard housing vary as much as the people themselves when relocated in decent housing. A rehabilitated house can mean a home to someone who never had one, a place where a family can live in self respect and dignity.

## HOOSIER APARTMENTS

Mrs. Mildred Hickman is a 55-year-old widow who in the last five years has suffered a heart attack, lost her husband, and is unable to get a job because of physical handicaps.

Three years ago, Mrs. Hickman moved from her northwestside Indianapolis, Ind., home to a downtown apartment building, which she says was, "Nothing more than a dirty, filthy rooming house...at best. When you're 52 years old, your children are raised, your income is \$100 a month, you're too young for an old folks home and too old and sick to work with the young folks, well, what else is there?"

What there was for Mildred Hickman was a downtown apartment building that offered her one room for \$54 a month.

For months she sat alone in her one-room apartment, admittedly ashamed to invite her friends and, what hurt most, her family to visit her. "I did nothing all day," she said. "I just sat and looked at the walls. My meals were cooked on a hot plate or with an electric frying pan, and those weren't allowed."

She was faced with the fact that with her income, \$25 of which was spent on medicine, she was tied to a life of "slum living."

That "rundown, terrible, filthy dirty" building of which Mrs. Hickman speaks is still her home, but her description has changed. The building has been rehabilitated into 19 efficiency and 89 one-bedroom apartments. The builder named it

"Hoosier." Mrs. Hickman was the first tenant to move back in.

While the seven-story building, located just northeast of downtown Monument Circle, was being rehabilitated, Mrs. Hickman and other tenants were relocated at a nearby YMCA building for nine months.

Now, says Mrs. Hickman, her outlook on life has taken a 180 degree turn. "Since I moved back here in September, I have begun to feel like a human being again. I pay \$48 a month and FHA pays the rest, and heavens, I have no complaints. It is all so wonderful."

She said she thinks back and shudders, at the thought of being ashamed to open her apartment door to her children and friends. "Look around, I have nothing to be ashamed of and I feel like living again." Her one-bedroom apartment has wall to wall carpeting, a private bath and a kitchen with a garbage disposal, a refrigerator, and an electric range. The tenants also have recreation, laundry facilities, and a building security system.

Already 27 of the units have been rented (18 of them to former tenants) and plans are underway for various social functions within the building. A tenant council is also being formed.

"I'm proud to call this my home," she added. "A year ago it was a slum and I was looking for a way out. But now it is my home and I'm staying."

Mrs. Mildred Hickman lives in this rehabed apartment house, now painted with corn stalk super graphics to symbolize "Hoosier," its name.



## HELPING OTHERS

Mindy Lightman is a property manager who likes to get involved with her tenants in HUD-insured, rehabilitated apartments in the Roxbury district.

In mid-April 1972 she rented an apartment to Mrs. Hazel B. Smith and her two children. Miss Lightman inspected the apartment to be certain that it was clean and everything was functioning properly. Three months later Mrs. Smith complained that she never had a refrigerator in her apartment. From the time the apartment was inspected to when it was occupied the refrigerator had been stolen. Miss Lightman managed to get a refrigerator the same day for the apartment.



Mrs. Smith gives Mindy Lightman, property manager, a token of her appreciation for prompt installation of a refrigerator.

## GOOD BUSINESS

In December 1968, rehabilitation of 199 apartments was begun in the Roxbury area of Boston. The apartments were under FHA 221(d)(3) commitment and part of the Boston Rehabilitation Program. The program covered several thousand units.

The project was running smoothly until February of 1969. While breaking out the floor of a dilapidated bathroom on the ground level of one of the buildings, contractors uncovered a rat's nest. Although immediate steps were taken to exterminate the rats, the tenant, Mr. Ronald Thompson, was understandably upset. He moved his family out for several days and upon his return demanded payment for damages and inconvenience.

No agreement could be reached and the situation seemed destined for court action. However a mutual

agreement benefiting both the rehabilitator and tenant was arranged. Thompson, a professional house painter, complained about the way the rehabilitation finishing work and painting was being done. To settle the dispute, the opportunity was offered him to correct the situation by working for the contractor and he was given an allowance to paint his apartment to FHA standards.

Thompson hired local people who worked under his direction to finish the apartments left in the project. He subsequently started his own company and is still active in the area doing both painting and carpentry. He today is considered a successful contractor in the community.

Ronald Thompson (left) shows Ronald Brown of Hamilton Realty some of his painting work as part of a recent painting contract.



## A CHURCH IS BORN

Archie Foxworth, an ordained Bishop of the Pentecostal Church, is a resident superintendent for a Boston rehabilitation company. The urban renewal program was about to demolish his church and he and his congregation had no place to worship.

When he made his plight known to his employer, a realty company, he was taken to Humbolt apartments, a property bought from FHA which was rehabilitated for low-income elderly. The basement was 80 percent open, unused floor area.

The area would be modernized into a small church with a chapel and congregational area. Bishop Foxworth was grateful and he explained that his brethren would "love it" but did not have enough money to pay for it. The realty company decided to provide the necessary funds.

With a \$10,000 boost the second home of the Roxbury Pentecostal Church was born. Six months later Miss Cledith Walsh, an employee of the sponsor, was married to Carlo DeMambro in the church with Bishop Foxworth presiding.



Bishop Archie Foxworth steps out of his Pentecostal Church, built on the street level of Humboldt Apartments.

## A FAMILY HOME

Mrs. Marva Kennedy and her seven children, eight of the 44,719 people living in Pittsburgh's Hill District, have moved from a four-room house and attic to an eight-room, five-bedroom rehabilitated house in the same area.

The old house was without central heating, the water pipes leaked and the walls were deteriorating. Five of the children slept in one bedroom. The family could not eat together because there was not enough room.



Such accommodations are typical of the substandard housing in the Hill District.

In their rehabilitated three-story brick house, the Kennedy family has a living room, dining room, modern kitchen, bathroom, washroom, five bedrooms, central heating, and a backyard.

The children continue to go to the same school they were enrolled in before the move. The Kennedy's old house has been rehabilitated and a smaller family has moved in.

For the people in revitalized housing, rehabilitation means more than an architectural face lift. A decent home along with the proper human concern can rehabilitate a life.



The kitchen in Mrs. Marva Kennedy's rehabilitated house is fully equipped and modern compared to the inadequate kitchen facilities in her former house.

# NATIONAL COMMUNITY ARTS COMPETITION



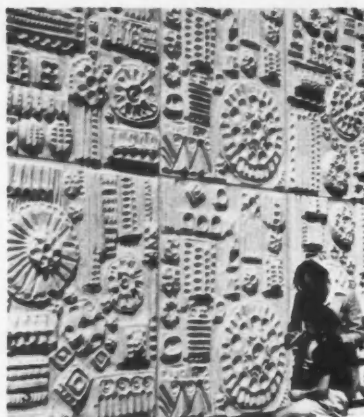
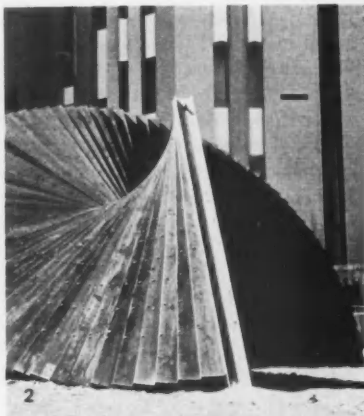
*"The values that the artist represents are essential if our Nation's growth is to be balanced, and truly to represent quantity with quality. . . . We add immeasurably to the store of human happiness as we help millions of persons find in their lives the added meaning that only the arts convey."*

*—President Richard Nixon*

Here pictured are some of the 1,700 entries in the HUD-sponsored National Community Arts Competition held as part of an overall Federal Government drive to promote greater involvement of the arts and artists in federally aided programs.

Planned by the artists to be suitable for HUD-assisted projects, the entries cover a wide variety of works of art including murals, sculpture, fountains, and paintings.

The winning entries will be exhibited at the National Collection of Fine Arts in Washington, D. C. To accompany the exhibit, HUD is publishing a catalogue on functional environmental arts and artists which will serve as an easy reference for public agencies and private sponsors wishing to incorporate art in their projects.

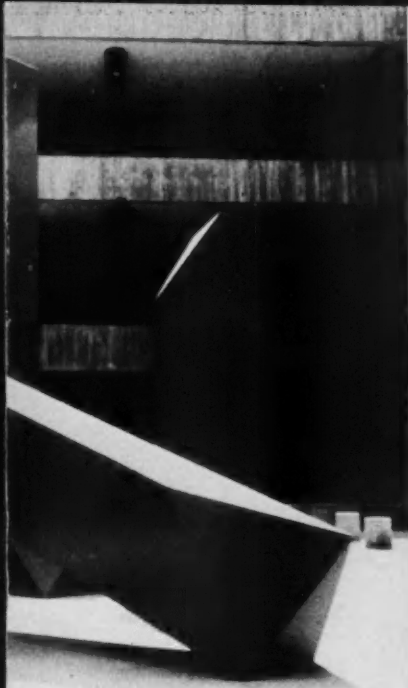


The six-man jury of distinguished representatives of the fields of painting, interior design, architecture, landscape architecture, and urban planning who selected the outstanding entries in the competition are:

**Arthur E. Bye**, landscape architect of Cos Cob, Conn., is a Fellow of the American Society of Landscape Architects (ASLA) and a member of the Architectural League of New York. His work has been published many times, and he has received honor awards from ASLA and from HUD in the Department's biennial design awards program.

**Richard Hunt**, sculptor of Chicago, Ill., is a member of the National Council on the Arts. His works are in the permanent collection of the Museum of Modern Art, New York City, and other museums in the United States. He is recipient of the Frank G. Logan medal and prize; the Pauline Palmer prize; the James Nelson Raymond traveling fellowship and the John Simon Guggenheim fellowship.

**Joshua C. Taylor** is Director of the National Collection of Fine Arts of the Smithsonian Institution, Washington, D. C. and a Benjamin Franklin Fellow of the Royal Society of Arts. A specialist in 19th and 20th



century artistic theory and painting, he was formerly a board member of the Museum of Contemporary Art in Chicago and a member of the advisory committee on 20th Century Art of the Art Institute of Chicago.

**Larry Erskine Thomas**, known professionally as Larry Erskine, is a Washington, D. C. painter who serves as Coordinator of Research and Design for the Smithsonian Institution's Anacostia Museum. His work has been exhibited throughout the United States and in Africa, receiving many honors and awards.

**John Garry Wallis** of Sherman Oaks, Calif., is a member of the American Institute of Architects and the American Institute of Interior Designers. Involved with computer-aided planning, his practice includes residential and commercial buildings, interiors and original tapestry designs.

**Ralph Warburton** of Coral Gables, Fla., HUD Consultant for Urban Design, is professional adviser for the Community Arts Program. He is Chairman of the Department of Architecture at the University of Miami, and senior partner in the firm of Ferendino, Grafton, Spillis, Candela. He holds memberships in the Architects, Planners, and Designers Institutes. ©

Some entries for the National Community Arts Competition are:

- (1) **Broken Circle** by Jimilu Mason, Alexandria, Va.;
- (2) **Construction**: Denver Art Museum by Robert Behrens, Conifer, Col.;
- (3) **Sculptural Relief** by Robert Costelloe, Winston Salem, N.C.;
- (4) **The Whole World in Their Hands** by Margaret W. Levy, Philadelphia, Pa.;
- (5) **Star-Gate Vector** by Richard H. Rogers, San Antonio, Texas;
- (6) **Bear** by Robert Shinn, Sausalito, Calif.





# rehabilitating humans and housing

It's not enough for a housing rehab program to be concerned only with housing. Its value is much greater for the people it serves when it includes the rehabilitation of human beings.

This is the objective of a project operated by the Community College of Baltimore—a project that starts with the classroom training of disadvantaged people and ends with HUD rehab contractors.

Based on an idea conceived at HUD, the Community College of Baltimore designed the training format with technical assistance provided by the Division of Manpower Development and Training of HEW and the Manpower Administration of the Department of Labor. Funded under the Manpower Development Training Act of 1962, the Community College of Baltimore has now embarked upon what it calls the Construction Employment Training Program.

The College plans to train 150 people in 18 months. At least 65 percent of the trainees come from the ranks of the disadvantaged. Vietnam veterans are given priority for selection in order to reach a goal of 40 percent veteran participation. This figure has been more than met.

## Dual Instruction

Instruction is given in four trades: carpentry, roofing, bricklaying, painting, and decorating.

The curriculum is not limited to the techniques of the trades themselves. In addition to instruction in the fundamentals of the various occupations and subsequent on-the-job training, there are also classes devoted to trade-related academic instruction.

Most of the trainees are high





Trainees enrolled in Baltimore's Community College Construction Employment Training program start their trade education in "classrooms" at Mondawmin Shopping Center and continue at sites where actual rehab work is going on.



Bobby Wilder prepares his tools for the next step in work as a result of the Construction Employment Training Program.

school dropouts, but scholastic deficiencies are remedied by the basic education segment of the curriculum. The trainee who is shown the relationship of multiplication to figuring square footage for wallpapering becomes an eager learner.

The training program lasts for 15 weeks. Six weeks are earmarked for classroom institutional training and nine weeks for on-the-job training at sites where contractors are operating under HUD's rehab program.

#### Profile of Participants

Some of the statistics on the program show that the average age of trainees ranges somewhere between 21 and 22, and half of the trainees have completed the tenth grade or above. Over 50 percent have criminal records; about a third are on parole or probation; and over half have used hard drugs. Of 126 trainees in the

first four cycles, 116 have completed the course.

Most of the trainees have had jobs of one kind or another before they came into the program—stock clerk, longshoreman, cook, materials handler.

The goal of the program is to teach participants a skill that will help them get and keep a job. During the classroom training phase trainees are provided with allowances between \$60 and \$65 a week. The money is a powerful inducement to stay in the program.

Attendance is a critical factor in the ultimate success of the trainees. If a trainee is late without an excuse he is docked a day's pay. Three absences without explanation are cause for dismissal from the program.

#### Progress on the Job

One of the first steps in entering

the program is for the applicant to go to the Maryland Department of Employment Security, where he is tested for manual dexterity. Once past that hurdle, he selects the trade he is interested in learning.

When the men complete the course they are placed with contractors doing HUD rehab work. Here they may run into difficulty. It is easy for a contractor to forget that the trainee has not had extensive experience in his new occupation and to expect him to be as productive as a regular journeyman. But an understanding, sympathetic contractor takes this lack of experience into account and sees that the new man gets additional training. To assure skill diversification during on-the-job training, trainees are also placed on new construction.

The reports from contractors in a number of cases have been encouraging and have demonstrated that the program is worthwhile. In one instance a graduate trainee started as a painter and worked his way up to crew foreman. Trainees in the program are paid no less than the starting hourly wage rate for registered apprentices with comparable progressions. In most cases, the starting wage rate exceeds the prescribed formula.

The Construction Employment Training Program has been able to involve other segments of government and community agencies in its program. The local office of the Veterans' Administration has been making referrals for training. Project Adapt has been helpful in providing treatment and therapy for drug addicts. Area Manpower Institutes for Development staff, under the sponsorship of HEW, held a two day seminar with the program staff that introduced many new educational concepts into the training program.

The program, while now limited to Baltimore, may turn out to be a national prototype. But regardless of whether it does, its impact on the relatively small number it is now serving is a meaningful contribution toward the personal rehabilitation of a few human beings. ☺

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## notebook

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The American Revolution Bicentennial Commission, the official policy-making body for the 1976 celebration of the 200th birthday of the United States, announced in 1971 that local communities, States, and the Federal Government would concentrate on people-to-people cooperation directed toward environmental betterment, rather than on a scheme for a world exposition. In Washington, D.C., local government, area business leaders, and HUD are coordinating plans to commemorate the Nation's birthday with a program to rehabilitate 1,000 housing units yearly from 1973 through 1976. A nonprofit community corporation, Federal City Housing Corporation, has been created to monitor this Bicentennial demonstration to improve environmental conditions that contribute to the health of the community. HUD plans to provide subsidy funds from its Project Rehab. The District of Columbia Government is to identify the areas to be rehabilitated and will work with the Corporation to isolate and correct environmental factors that contribute to community deterioration. The District government will also assume full responsibility for relocation resources.

A pilot demonstration project designed to **train specialists in the housing rehabilitation field** has been completed by the Massachusetts Bay Community College, in Watertown, Mass. The project resulted in a classroom training program, and a training guide entitled the *Handbook for Housing Rehabilitation Specialists*, which is intended for local public and private agencies concerned with housing code enforcement, renewal, and residential rehabilitation. The project was undertaken with a HUD R&T demonstration grant in response to the need for qualified personnel in the growing field of housing rehabilitation. The curriculum called for a practical knowledge of the building trades; familiarity with legal, social, and financial problems; an understanding of tenant, landlord, and owner problems; and an ability to coordinate the work of the contractor, code inspector, social worker, and banker. The Handbook is obtainable from George Rogers, Massachusetts Bay Community College, 57 Stanley Avenue, Watertown, Mass. 02172.

Almost half of the **rehabilitation grants** made during the last fiscal year went to improving the housing conditions of minority groups. The grants totaled \$28 million, representing 8,775 individual grants covering 10,409 dwellings with an average of \$2,741 per unit.

All municipal housing efforts of the City of Dallas are being pulled together under a newly established **Department of Housing and Urban Rehabilitation**. The new Department will administer the city's building inspection

and urban rehabilitation programs, and, eventually, the Fair Housing Ordinance. In addition, close liaison will be sought with the Dallas Housing Authority.

Interstate Land Sales Administrator George Bernstein reports that **through the efforts of HUD's Interstate Land Sales Office** well over \$1 million has been refunded to consumers taken in by the fast buck artists of the land sales industry. Many of those who have aired their legitimate complaints at hearings have found that their problems are especially quickly resolved by developers following the hearings. And this may come after months or even years of trying to deal directly with the developer.

**HUD now has an Office of Advanced Housing Concepts** under the jurisdiction of the Assistant Secretary for Housing Production and Mortgage Credit-Federal Housing Administration Commissioner. It will continue the Department's emphasis on using innovative housing production technology in HUD operating programs, which has been greatly stimulated under Operation BREAKTHROUGH.

**Headquarters of HUD's Region VI office** is moving from Fort Worth to 100 Commerce St., Dallas. In an effort to improve the delivery of services to State and local governments, the move will bring the last of HUD's 10 regional offices into the same city as the headquarters for the other Federal socio-economic agencies. The move should be completed by early summer.

**Charles Bolz** has been appointed Assistant Inspector General for Investigation. He comes to HUD from the Federal Bureau of Investigation where he served as Chief, Accounting and Fraud Section. He will be responsible for application of a nationwide program directed at violations of Federal law and regulations affecting HUD programs, and for the coordination of HUD efforts with the Department of Justice, the FBI, and other law enforcement agencies.

**William C. Sorrentino** was named Deputy Director of the HUD Office of New Communities Development after serving as Acting Deputy Director for five months. Prior to that he was Deputy Director of HUD's Office of Policy Planning, Community Planning and Management.

**Theodore R. Britton, Jr.**, HUD Deputy Assistant Secretary for Research and Technology, has been named Acting Assistant Secretary following the resignation of Assistant Secretary Harold B. Finger. Mr. Britton has served as Deputy since January of 1971 and is involved in all phases of HUD's research activity.

Teaching children about the urban renewal process has been largely neglected. In Peekskill, N.Y., however, the Neighborhood Development Program's Project Area Committee has produced a 24-page coloring book that illustrates the story of urban renewal for elementary school children.

The idea for the coloring book was conceived in November 1972 when the Project Area Committee, planning the neighborhood center's annual Christmas party, decided that gifts for the neighborhood children—for whom the neighborhood center has become a focus of activity—could combine amusement with education.

The result is "What's Happening in Peekskill?"—a coloring book with a story line that relates urban renewal to the children's lives: it explains to the children who see it daily the renewal process of demolition, site work, new construction, and the reasons that their friends move to new homes. They have in the illustrations and text of the coloring book a medium that explains the why and wherefore of the urban renewal process.

It is noteworthy that the story treatment makes the book usable in any community with a renewal program. The front cover has been designed so that it can be imprinted with the name of any community, and space on the back cover allows for insertion of local planning agency information.

In Peekskill, the coloring book's first edition was snapped up by the 150 children attending the Neighborhood Center's annual Christmas party. And copies have been distributed by the Project Area Committee to the local library and neighborhood school.

Teri Waivada

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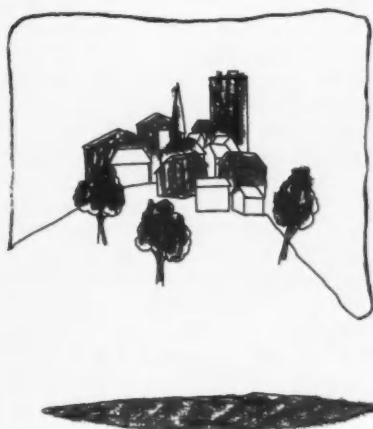
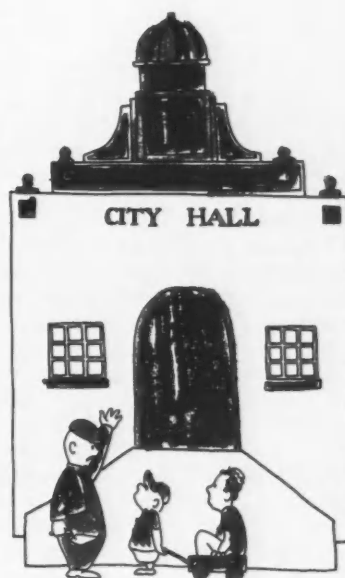
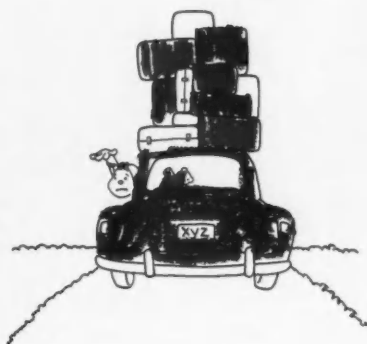
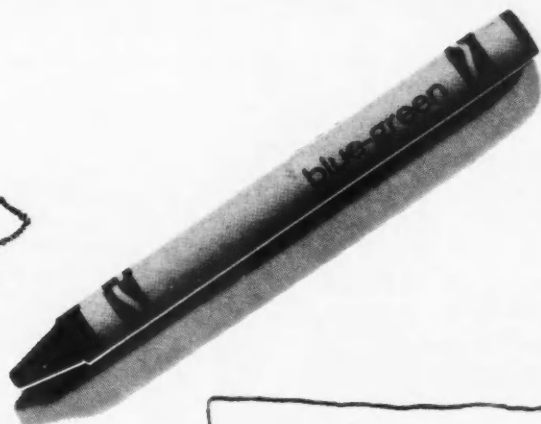
Information on buying "What's Happening in . . . ?" coloring books (© 1972) is available from Raymond, Parish & Pine, Inc., 11 Holland Avenue, White Plains, N.Y. 10603. The text of the book is by Teri Waivada and Ralph DiBart; Illustrations are by John O'Mara.

# What's happening





in...?





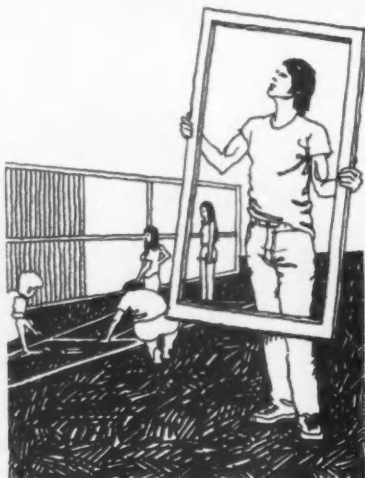
## OTOE- MISSOURIA INDIANS MUTUAL HELP HOUSING

Because the home they are working on might be their own, Otoe-Missouria Indians in Oklahoma take their mutual help responsibilities seriously.

The Tribal Housing Authority and the contractor chosen to build 50 homes and the Oklahoma Department of Education have joined in a successful effort to use HUD's mutual help program to train men and women in building skills while they earn equity in their future houses.

The Housing Authority and the contractor (the Head Construction Company of Stillwater) consulted the Oklahoma Department of Education which responded by setting up a vocational-technical training school at Red Rock. Day and night sessions were conducted by the Vo-Tech instructors. They identified and demonstrated the use of tools so that the people without previous experience would know how to use them.

As the newly trained tribal members began assembling components of the homes, they were told that each prospective homeowner would be required by the Housing Authority to put in 400 hours of labor to earn their Mutual Help credit for a downpayment under HUD's public housing homeownership program. Additional payments are then made in cash.



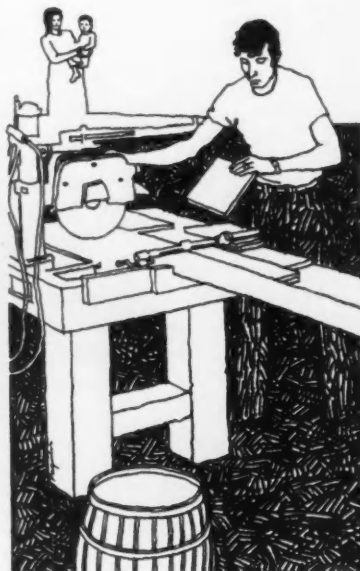
### Pride in Work

The home upon which they worked might well be their own. "This really resulted in some strong houses," John Head, construction company owner, reported. "The men and women used an unusual amount of nails and took pride in their work," he said. He indicated that the men and women demonstrated great ability and dexterity.

Head Construction has now promoted six men from among the mutual help workers and they are regular carpenters in the 15-man crew working at the sites. Head has 10 of the 50 homes framed, and now is planning to use more of his mutual help trainees to apply sheetrock and to try some bricklaying.

For those who completed the training and are working in the Red Rock plant, Head has a payroll of about \$2,500 a week in the Indian-populated community of 600. This is a big boost to the town's economy, and means business for the Indian merchants who own the local stores.

The builder, tribe, and community all feel that the program stresses cooperation, demonstrates a willingness on the part of the Indians to help themselves, accents equal opportunity by using both men and women, instills great pride in each participant, and provides homes in which a personal interest has been demonstrated.



### Enthusiasm and Cooperation

"The tribe members are so enthusiastic about the idea that many of them have asked to work at the plant or the site on Saturdays, Sundays, and holidays," Head said. This has created a potential overtime cost that he is not quite able to cope with, he pointed out.

"The whole program is working out just fine," Louis Faw Faw, Jr., Executive Director of the Housing Authority, said. He is enthusiastic about the cooperation the Authority is receiving from the people, the developer, and the contractor. "Our people are greatly pleased, and are proud and happy to have an opportunity to work on their own home and the homes of their tribesmen, and especially are they pleased to have this chance to learn a valuable trade," Faw Faw said.

The HUD Area Office in Oklahoma City has been following closely this particular mutual help program. In addition to providing housing, the Otoe-Missouria Housing Authority is providing training that can equip the tribal members with trades that will enable them to become good wage earners. ♡

# in print

## Among the Recent Books

*Litter—the Ugly Enemy: An Ecology Story*, by Dorothy E. Shuttlesworth with Thomas Cervasio. New York: Doubleday, 1973. 64p. ill. \$4.95.

A book for young readers, this discusses major problems of litter pollution—litter in the streets and in vacant lots, destructive vandalism, lack of attention to repairing buildings, garbage disposal, and abandoned cars. Written with Thomas Cervasio, Sanitation Superintendent of East Orange, New Jersey, the book traces the decline through litter pollution of a fictional small city, describes the clean-up campaign and recycling program that lead to its beautification, and outlines what children can do to clean up their neighborhoods. Mrs. Shuttlesworth received from Keep America Beautiful a special citation of appreciation for her book. She has authored a number of books on nature and science, and is a founder of the New Jersey Citizens for Clean Air.

*Planned Unit Development: New Communities American Style*, by Robert W. Burchell with James W. Hughes. New Brunswick, N.J.: Center for Urban Policy Research, Rutgers University, 1972. 249p. bibliog. ill. \$12.95.

Aimed at both academician and the professional, this book attempts to demonstrate the "evolutionary versus revolutionary" aspects of PUD as a land development tool, its current and future impact on residential patterns, and local costs and revenues associated with PUD development. The research report on which the book is based was financed jointly by HUD and the New Jersey Cooperative Governmental Planning Program.

*The Quality of the Environment*, by James L. McCamy. New York: The Free Press, 1972. 276p. \$7.95.

The results of an interdisciplinary seminar held at the University of Wisconsin, rewritten for the layman to acquaint him with not only the state of the environment, but also the institutions of social change: how they work, and how they can be used to insure the future. The seminar was composed of persons specializing in a variety of fields, ranging from physics and engineering to landscape architecture and the theater; it investigated major aspects of the environment (land, air, and water), as well as esthetic and psycho-social aspects, in an effort to define the problems and chart solutions. As defined by Dr. McCamy, a creator of the Institute for Environmental Studies at the University of Wisconsin, the best environment is that which produces the highest level of public health.

### Series on Family Planning

A four-booklet series published by HUD is designed to aid local officials in developing and administering family planning programs as part of local health care

systems. Titled *Family Planning*, the series is the product of an 18-month technical assistance effort involving 20 Model Cities during 1970-71, carried out under a HUD contract with Westinghouse Learning Corporation.

Each booklet of the series contains selected references under the heads of *The Concept*, *Program Planning*, *Getting and Keeping Your Program Going*, and *Improving Your Existing Program*. Copies of the complete four-part monograph may be purchased for \$4.50 (sold only as a set) from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402.

### Urbanization

*Urbanization* is one of a series of World Bank pamphlets dealing with subjects to which the Bank directs its development lending. The pamphlet, subtitled a "Sector Working Paper," discusses the dimensions of the urbanization problem, including employment, income distribution and living conditions, transport and other services, land use, housing, institutional, planning and pricing problems, and finally outlines the World Bank's role. Also, opportunities for economizing in the use of resources and for increasing efficiency in areas of urban transport, land use, and housing "which together play a leading role in shaping urban growth." The pamphlet may be obtained from the publication department, World Bank, 1818 H Street, N.W., Washington, D.C. 20433.

The cooperative housing movement in the United States is reviewed in HUD International Brief No. 13, for sale by the Superintendent of Documents, Washington, D.C. 20402. \$15.

### Operation BREAKTHROUGH Film

A new 12-minute, color film entitled *Operation BREAKTHROUGH* makes graphic the constraints to the production of factory-built housing, including restrictive building and zoning codes, labor practices, limitations on transportation, antiquated financing methods, and the absence of adequate design standards. The film points to the progress of the BREAKTHROUGH program in dealing with these restrictions and emphasizes the need for continued action. It examines industrialized housing from three points of view—the need, the constraints, and the effect of the BREAKTHROUGH program.

Prints are available on a free loan basis from any of the 27 film library offices of Modern Talking Picture Service, Inc., in Atlanta, Ga.; Boston, Mass.; Buffalo, N.Y.; Cedar Rapids, Iowa; Charlotte, N.C.; Chicago, Ill.; Cincinnati, Ohio; Cleveland, Ohio; Dallas, Texas; Denver, Colo.; Detroit, Mich.; Harrisburg, Pa.; Honolulu, Hawaii; Houston, Texas; Indianapolis, Ind.; Kansas City, Mo.; Los Angeles, Calif.; Milwaukee, Wis.; Minneapolis, Minn.; New York, N.Y.; Summit, N.J.; Philadelphia, Pa.; Pittsburgh, Pa.; St. Louis, Mo.; San Francisco, Calif.; Seattle, Wash.; and Washington, D.C.

# Automobile-free new town

An auto-free new town will be built on Welfare Island in New York City's East River between Manhattan and Queens. Approved by HUD for Federal aid, the new town will cover most of the island's 143 acres and accommodate some 17,000 residents in neighborhoods served only by electric mini-buses. Private automobiles will not be allowed beyond a parking garage at the island's entrance.

In announcing approval of the Welfare Island project, the second HUD-assisted new community backed by the New York State Urban Development Corporation (UDC), Secretary Romney described the island new town as "an excellent example of environmental enhancement on a strategically located and highly visible site in the Nation's most populous city."

New York's Governor Nelson A. Rockefeller called the "new-town-in-town idea a bold new approach in urban development which will provide a healthy and attractive environment for a cross-section of New Yorkers."

The new town's buildings range from four to 22 stories and contain 5,000 dwelling units, more than half of them for low- and moderate-income families. Schools, shops, and other facilities will be integral parts of the residential buildings. Parks, promenades, open space, and streets will take up more than half of the island's land, providing recreation areas for a variety of outdoor activities.

Existing hospitals, occupying 21 acres, are expected to provide jobs for about 5,000 of the 7,500 people who will work on the island and, in many instances, become new town residents.

Private automobiles, banned from Welfare Island streets, will park at a 2,500-car "motorgate" garage near the Welfare Island Bridge. Electric mini-buses, will provide access to all housing complexes and facilities. By 1980, a new subway station planned for the center of the island will con-



nect with the Boroughs of Manhattan and Queens. Express buses will provide 25-minute service to the United Nation's Plaza in Manhattan until the subway link is built.

The new town is being developed by the Welfare Island Development Corporation, a subsidiary of New York State's UDC. The island, owned by the City of New York, has been leased to UDC for a 99-year period to permit building of the new community. The Corporation's Board of Directors includes city officials and private citizens.

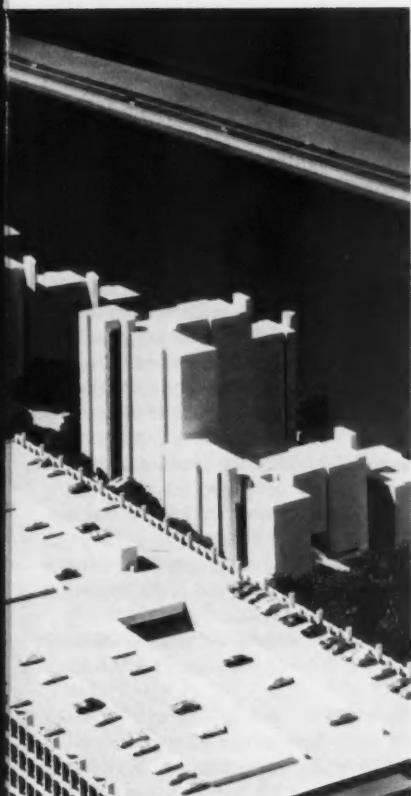
Apartment buildings are stepped down along the river frontage so as not to obscure waterviews. The U-shaped buildings will create grassy courts opening to the water. A walkway system will link buildings,

parks, community facilities, and promenades along the river fronts.

Among the new town's innovations will be a pneumatic refuse collection system using underground vacuum tubes to a central station, avoiding traffic and eliminating noise and odor.

The first phase of development—building 2,100 dwelling units in North Town—is already underway and scheduled for occupancy in 1974. Subsequent development will begin in 1975 with all 5,000 units completed by 1979.

Three hundred dwelling units for the elderly will be built in the first phase. Another 100 specially designed units will house the handicapped, with an additional 150 units scheduled for the second phase.



The Town Center will contain housing, office space, stores, and specialty shops, hotels, and schools. Lower floors of residential buildings in North and South towns also will contain school and retail store space.

The "motorgate" facility will include, in addition to parking, a supermarket, post office, fire station, mini-bus terminal, water pumping station, and transfer station for the pneumatic solid waste collection system.

Federal aid for Welfare Island will consist of supplementary grants of up to 20 percent from 13 basic Federal aid programs for such facilities as water and sewer lines, schools, libraries, health care, outdoor recreation, urban mass transit, open space land, highway planning and construction, and higher education facilities. ☞

## SUMMARY

1. Project Name: Welfare Island New Community, New York.
2. Developer: Welfare Island Development Corporation (WIDC), subsidiary of The New York State Urban Development Corporation (UDC).
3. Location: New York City, in the East River between Manhattan and Queens.
4. Acres: 122 in the new community; 21 in existing hospitals equals 143 total.
5. Terrain: The island is long and narrow, approximately two miles in length and 800 feet in width at its widest point. The ground is fairly level and at an elevation high enough for flood protection. There are many stands of good quality trees.
6. Access: The Welfare Island Bridge connects with Queens. The Queensborough Bridge crossing the southern end of the island has pedestrian elevators connecting it to the island but no vehicular connection. A new subway is being built under the island with a stop in the center of the new community. In the interim, there will be express service to Queens Plaza where transfers to any of three subway lines will allow a total door-to-door travel time of 25 minutes to Rockefeller Center. The developer is also studying ferry and tramway access to Manhattan. On the island transportation will be by mini-bus; private automobiles will not be allowed beyond a parking garage at the island's entrance.
7. Population: 17,000 to 18,000 by 1979.
8. Dwelling Units: 5,000; buildings will vary in height from four to 22 stories. The majority of the large bedroom units for low- and moderate-income families are located on the first and second floors of the low-rise structures.

9. Land Use:	Acres	Percent
Residential, Schools, and Commercial Outlets	40	28
Hospitals	21	15
Parks and Open Space	49	34
Streets & Promenades	33	23
	<hr/> 143	<hr/> 100

10. Housing Mix:	Type	Number of Units	Percent
	Market	1,250	25
	Middle-Income (Mitchell-Lama)	1,000	20
	Moderate-Income (Sec. 236)	1,250	25
	Low-Income (Rent Supplement)	1,000	20
	Low-Income (Elderly)	500	10
		<hr/> 5,000	<hr/> 100

11. Innovations: Automobile-free environment; centralized pneumatic refuse collection and disposal system; buildings designed to maximize access to open areas and views of the river fronts.



"Central cities... decay is so recent a phenomenon that it would be extreme pessimism to call it irreversible or irremediable... huge numbers of jobs of many kinds can be created through an all-out effort to restore our urban environment. Not only can the private sector play a key role in the restoration process, given appropriate governmental aid and stimulation, but many billions of dollars of private property can be protected from virtually certain loss to spreading decay...."

"While most of our attention has been focused upon the problems of the cities, many of our rural areas have been declining also. Many have been depopulated by changing agricultural technology, the disappearance of small family farms, and the declining need for agricultural labor...."

"Altered growth patterns afford us the opportunity to alter our population distribution, to reduce the pressures on our crowded cities, and to make better use of land resources currently under-utilized.... It will be necessary to renew and revitalize a number of rural areas, providing them with resources they currently lack to attract many of those accustomed to big city amenities."

George Grier, "The Baby Bust"

*The Washington (D.C.) Center for Metropolitan Studies*

"Today, the demand is not for greater urbanity but for participation by the individual citizen in the decisions that affect his life. Such participation is almost impossible to achieve in a big city—simply because it is so big and because there are so many decisions, the consequences of which are remote and yet intertwined...."

"Moreover, such participation is death to the idea of an urbane city—we do not get opera houses or concert halls or subsidized theaters by a popular referendum of the neighborhood they are to be built in. These institutions have to be imposed by nonlocal governments, as is the case in Europe. There, the imposition has been of such long standing that popular opinion accepts it as natural, can even take a kind of civic pride in it. Here, it is seen simply as an imposition from above, is resented, and in the end is defeated."

"... The problem of American cities today is not how to consolidate their civic powers from urbane purposes but how to prevent them from falling apart.... It is the centrifugal forces that predominate, not the centripetal ones.... Back in 1952 a committee of the American Political Science Association reported that the merger of cities and suburbs into new political units (metropolitan governments) was desirable and probably inevitable. Fifteen years later, the newly elected president of the association, in his inaugural address, vigorously challenged the idea that humane and responsible government was possible in a political community of more than 200,000 people."

"Simultaneously, the idea of community control, both of neighborhoods and of governmental programs as they affect neighborhoods, has become enormously popular and is finding embodiment in more and more legislation. Community control certainly increases the number of people who are involved in the decision-making process, and makes for far greater participation in self-government; but it also creates perpetual conflict within the city and the near impossibility of any large-scale planning...."

Irving Kristol, Professor of  
*Urban Values, New York University,*  
*Horizon Magazine*

"... The National Committee on Urban Growth Policy in 1969 proposed that the Government take an active role in planning where and how development take place. Specifically, it suggested that in the next 30 years the United States create 100 cities of 100,000 each and 10 cities of about 1 million each. If we were to carry out such a program, this would provide for about 20 million of the total expected growth, leaving 35 million to be added to the existing metropolitan areas. Or to put it another way, accommodating the expected growth of the population without increasing the present metropolitan areas would require the development of the equivalent of two cities of 75,000 every month between now and the year 2000...."

Conrad Taueber, Associate Director  
*Bureau of the Census*

The Federal Government should "charter the 25 American cities with over half a million population as 'national cities' with a grant of special powers" that would enable them to bypass State government controls and deal directly with the Federal Government on trade, finance, and social welfare.

New York Mayor John Lindsay,  
*World's Great Cities Conference,*  
*Tokyo, Japan*

"... Well over 5.5 million Americans will sell their single-family homes this year.... About three-fourths of the transfers will be handled by real estate brokers. For their services, these brokers charge close to \$6 billion. Costs for lawyers, title searchers, appraisers and a host of others will add between \$1 billion and \$1.5 billion more to the price of transferring single-family homes."

"No doubt about it, residential real estate has been a growth field. In the late Fifties the typical brokerage fee was 5% of sales price; today it is 6% in most parts of the country and 7% in many others. In those same years, the average price of an older house has risen from \$18,000 to \$28,000. Thus the average commission has probably increased from \$900 to around \$1,700...."

*Forbes Magazine*

# OPERATION EDUCATION

Forty-one junior and senior high school students enrolled in the Model Cities Chicago Committee on Urban Opportunity's Neighborhood Youth Corps summer program left on Sunday, July 23, 1972, on a seven-day tour of 13 colleges and universities.

The tour was one of 15 bus trips scheduled for the 1972 summer under Operation Education, which concentrates on providing potential college enrollees with an introduction to college life. At each college or university visited, in addition to comprehensive orientation and campus tours provided by school guides, each visitor was given college catalogs, information bulletins, and other material the institution has available for potential students. The orientation included information concerning entrance requirements; availability of loans, grants, and scholarships; and courses offered.

The 15 tours included five different itineraries. The tour that began July 23, included the following colleges and universities, in the order in which they were visited: Fisk University, Nashville, Tenn.; Le Moyne-Owen College, Memphis, Tenn.; Grambling College, Grambling, La.; Tougaloo College, Tougaloo, Miss.; Tuskegee Institute, Tuskegee, Ala.; Atlanta University, Clark College, Morehouse College, Morris Brown College, Spelman College, and Interdenominational Theological Center, all in Atlanta, Ga.; Oakwood College, Huntsville, Ala.; and Indiana University, Bloomington, Ind.

In Tuskegee, the Neighborhood Youth Corpsmen met with Macon County Sheriff Lucius Amison, members of the Tuskegee City Council, and other elected black Tuskegee officials. While in Atlanta, the young people attended a dinner and met and talked with Atlanta's vice-mayor, Maynard Jackson. The Marshall Center, a NASA facility for the develop-

ment of moon rockets, was visited during their stay in Huntsville, Ala.

The United Negro College Fund and the Illinois State Scholarship Commission have actively helped Model Cities Chicago Committee on Urban Opportunity in planning college trips relevant to the Neighborhood Youth Corpsmen.

Of the 41 youngsters who actually participated in the tour of southern campuses, six have indicated that they intend to enroll in colleges visited, and 15 intend to go to college, but will attend colleges other than those on the tour itinerary, or have not decided on a school as yet. Excerpts from the youngsters' comments—uniformly enthusiastic—follow:

Mary Allen: "I think this trip was very educational. It helped me choose the college that I wanted to attend. I would love to attend Tuskegee, It is a very wonderful school."

Terry Adams: "This trip offered not only academic information but broadened our view of life and progress of our southern states. Not only will I remember this experience from an academic view but remember the

people behind this once in a life time experience."

Toni Michele Cook: "This trip was successful because it accomplished its purpose to expose us to college life and help us to decide what kind of college we want to attend. I wish more college-bound students could have an opportunity like this."

Kevin Scates: "Everywhere we visited, the people really made us feel welcome, and gave hospitality which was out of sight. My goal to continue to college has increased 100% plus."

Karen LaVern Denson: "I think all of the young people were inspired by this trip. I hope there can be other trips on this order to help other young people make this very important decision of going to college. I feel if it helped me this much, it surely can help other young people as much."

Luvenia Boles: "Besides having fun on the trip, it has given me a chance to view campus life and also the difference in each college, in their studies. It has also inspired me to go on furthering my education."

Milt L. Cole  
Model Cities, Chicago



Corpsmen tour the George Washington Carver Museum at Tuskegee Institute.

# ZONING WITH TIME LIMITS

By Benjamin Ronis and William Rucker



In the half-century that zoning ordinances have been a part of the American urban scene, it seems that an ever-widening ideological gap has developed between zoning's original *raison d'être* and the actual course which has been set by its day-to-day administration. For where zoning was originally intended to facilitate the orderly transition of land uses to meet changing community requirements, all too often zoning has evolved into a frustrating pattern of rigidity, inflexibility, and community dissension.

A primary condition that seems to sustain this inflexibility is a fairly popular notion that a zoning classification, once made, is permanent. This condition is supposed to last until either the owner of the property desires a change, or until the local legislative body initiates action for a land use reclassification via the controversial route commonly referred to as "down-zoning." The term usually means a zoning change that results in a theoretically lower market value.

While the business philosophy of the land development and building industry has increasingly encouraged innovations which emphasize flexibility and responsiveness, the ideological bases of zoning have evolved into concepts of permanence and resistance to change. Even though the times, the people, and the character of communities change, many property owners have become imbued with the notion that a zoning classification, once made, should stand forever.

## Drawbacks to Permanent Zoning

Perpetuity in zoning classifications can be a disservice to everyone in the community, including landowner and legislator. Aside from the legal inequities of retaining a land use or zoning classification long after the need exists, there are economic

disadvantages of such practices. First, the landowner is deprived of income.

Second, the public treasury loses taxes. Third, utilities passing by such properties are not only being used inefficiently, but add to the charges levied against all other users on the line. Fourth, this "leap-frogging" in land development requires additional public subsidies to use land further from the city core to meet growth requirements. Fifth, often the press of such demands for more intense use of outlying land results in reclassifying properties not best suited for their new role. The deserted gas stations and motels lining many of our older highways bear mute witness to many hasty land use decisions. Sixth, the withholding of such leap-frogged parcels due to their unrealistic use/price structure based upon zoning tends to have an inflationary effect upon the newer parcels of land being brought into the market.

While this is somewhat unavoidable, since the economic forces of supply and demand still have considerable effect upon the real estate market, it still adds up to padding the price that the eventual occupant has to pay for the use of the land. Seventh, properties which retain outmoded zoning classifications long after the market attractiveness for such uses has vanished, are a major contributor to urban blight. Many of these properties contain structures that the owners neglect anticipating zoning reclassification; if the process is slow, decay and blight set in. Several present day examples illustrate how obsolete zoning classifications, while commonplace, can work against the best interests of the public.

*Changing Market Conditions.* A long-standing zoning classification was central to the recent brouhaha over the value of some property in the

District of Columbia. Some 30 years ago this property was classified for fairly dense commercial development, but the site remained vacant. When the D.C. Redevelopment Land Agency recently considered it a good site for low-density townhouse development, its zoning label—not its location or potential for economic return—became the fundamental basis for its large price tag.

Instead of treating this site as a place that economic opportunity had passed by, its value was appraised to compare to similarly zoned properties. The appraisal emphasis was not on properties similarly located, or similarly in demand, but only on being similarly zoned. When a property eludes development for so many years after obtaining a certain zoning classification, it is safe to say that not only is such zoning likely to have become outmoded, but it may well have been unrealistic in the first place. Such zoning labels need to be reassessed, giving strong consideration not only to up-to-date market trends but also to the recommendations of a current Master Plan for land use. In other words, zoning laws must keep pace with the times in order to be both effective and just.

**Conflict With Master Plan.** More and more frequently we see cases where implementing an up-dated master plan is almost impossible because of obsolete zoning classifications. Since landowners rarely volunteer for lower density zoning classifications under up-dated master plans, some local jurisdictions resort to "down-zoning." However, this controversial procedure by the legislative body usually results in a very clumsy, inefficient, and inequitable solution.

**Wrong Market.** An attractive but seemingly unmarketable tract of prime land in a Washington, D.C., suburb would undoubtedly be very desirable for residential use. But for the past 20 years, it has been zoned for a variety of quasi-commercial uses, such as a medical office building, headquarters for scientific and research organizations, and a host of others named on the weather-beaten sign on the property for many years.

Zoning is not sacred. There is no reason to perpetuate a zoning classification inappropriate to the times or the changed character of the neighborhood. Neither should it be proper to consider a zoning category which both time and the market have judged as no longer appropriate, as an inalienable property right.

#### Changing the Zoning Process

Zoning is but an initial step in the regulatory process for land development and building, which seeks to assure that all land uses are not only in the best interests of the community but are also compatible with community goals. If it is proper to periodically reassess land uses to determine what is in the best interests of the public, then it is only fitting that such reassessments be reflected in zoning reclassification.

The frequently recurring question of how to cope with inappropriately zoned properties demands a solution. With the current laws, all parties to the ensuing controversy turn up losers.

- Property owners usually lose if they have paid inflated prices caused by unrealistic zoning. Often they cannot afford to forego the higher densities of development for which they may have paid a premium price, and as a result initiate great resistance to needed changes.
- Local legislators are usually frustrated when they either are forced to include obsolete land uses while attempting to update their master plans, or when they attempt to correct such anachronisms by resorting to "down-zoning."
- Developers, lenders, and citizens alike are confused by the uncertainties of the situation.
- The community as a whole pays a large price by virtue of its inability to accomplish effective comprehensive land use planning.

Is it truly possible to resolve the issues as long as zoning remains essentially the one inflexible component in a land development structure that is basically dependent upon change in order to remain viable?



### Time Limits On Zoning

Zoning reclassifications with time limits could well be the answer that both citizens and legislators are seeking.

Property owners desiring a change in land use or zoning would specify:

- The desired land use classification;
- A preliminary site plan;
- Proposed design of the facilities that would implement the proposed land use.

Approval of the zoning change would then authorize the landowner to proceed with the next stage of the land development process—submission of a detailed site plan and application for a building permit. However, the continuance of the validity of the zoning change would be keyed to progress in developing the proposed plan of the original application. While the length of such grace periods would no doubt vary from community to community, a reasonable time limit might be anywhere from one to five years.

In the event the property owner failed to proceed with construction and total development within the time limit specified in the approved application, either of the following actions could then be taken by the local building authorities:

- The zoning classification could revert to that in effect at the time the application was made or to an interim neutral classification which could avoid committing the land to any specified future use;
- Or, the new zoning classification could remain, but any subsequent desire on the part of the landowner to proceed with construction would be allowed only after a complete review of the application, with the possibility that the authorities could require alterations in land use intensity, site and building design tailored to current master plans.

This proposal would envision no restrictions on the ability of the landowner to reapply for the same or any other zoning change once the original permit had lapsed. However, a primary consideration of this plan would be that each new application contain a request for a land use in keeping with a current master plan for land use.

Such an approach to zoning would recognize that it is the actual development of the land that is the ultimate concern of the community, rather than the individual intermediate steps by which the process is carried out.

### Greater Protection Provided

This system might well provide considerably more protection from the inflationary effect of false zoning labels on land prices, than is presently possible under the now archaic system of permanent zoning. It would also eliminate a land use that is intolerable under current conditions, but which the community was often forced to accept under the old rules of permanent zoning.

Zoning is too rapidly becoming a legal means for denying property owners the right to use their land in a

manner disapproved by their neighbors. The proposed system has the potential to vastly increase the protection afforded to individual property owners, large and small, by increasing their ability to use their land reasonably without excessive supervision by their neighbors.

In recent years, such zoning controversies seem to be taking up more and more time and attention in the legislative hearing rooms, the courtrooms, the citizens' councils, and the newspapers. Zoning, from its originally espoused role as a "tool that would implement planning and orderly development," seems to have degenerated into a cause for community dissension and a weapon for obstructing orderly growth. Zoning should be a tool, not a tie-up. Placing time limits on the life of rezoning permits may be one way of untying the knots and restoring orderly transition to our system of land use controls. ☞

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The editors wish to call to the attention of our readers that the Government Printing Office has increased the subscription price of *HUD Challenge* from \$3.00 to \$6.50 per year. Please take note of this change when renewing your subscriptions. The increase reflects several factors, including more pages and heavy-weight cover, rising postal fees, and loss of revenue at the \$3.00 price. We sincerely hope that you will continue to subscribe and to find *HUD Challenge* interesting, informative reading, despite the change in price.



## PROPOSED HUD BUDGET, FISCAL YEAR 1974

### DEPARTMENTAL TOTALS (Dollars in Millions)

	ACTUAL 1972	ESTIMATE 1973	ESTIMATE 1974
Appropriations	\$3,832.2	\$4,291.5	\$2,684.3
Budget Authority	\$4,081.3	\$5,047.9	\$3,712.9
Budget Outlays	\$3,642.4	\$3,364.5	\$4,767.9
Urban Community Development Revenue Sharing	Effective July 1, 1974, at a program level of \$2.3 billion for 1975.		
Contract Authority Utilized for Assisted Housing:			
In year	\$736.8	\$634.0	\$70.0
Cumulative	\$2,399.2	\$2,788.2	\$2,788.2
Units under Payment	1,524,551	1,825,200	2,190,000
Appropriations for Assisted Housing Payments	\$1,373.8	\$1,800.0	\$2,100.0
HUD-Assisted Housing Starts:			
Fiscal Year	338,491	275,900	239,955
Calendar Year	251,923p/	273,790	NA
Full-time Employees in Permanent Positions	15,200	15,836	13,868

p/ Preliminary.

### APPROPRIATIONS AND BUDGET AUTHORITY (Dollars in Thousands)

	ACTUAL 1972	ESTIMATE 1973	ESTIMATE 1974
<b>Major Elements of Appropriations:</b>			
Payments for Assisted Housing	\$1,373,800	\$1,800,000	\$2,100,000
Urban Renewal Programs	1,250,000	1,450,000	137,500
Comprehensive Planning Grants	100,000	100,000	110,000
Special Assistance Functions	...	...	95,647
Research and Technology	45,000	53,000	71,450
Fair Housing and Equal Opportunity	8,250	9,489	9,850
Model Cities Programs	150,000	500,000	...
Open Space Land Programs	100,000	100,000	...
Rehabilitation Loans	90,000	70,000	...
Grants for Neighborhood Facilities	40,000	40,000	...
Grants for Basic Water and Sewer Facilities	500,000	...	...
All Other Appropriations	175,104	169,019	159,856a/
<b>Total Appropriations</b>	<b>3,832,154</b>	<b>4,291,508</b>	<b>2,684,303</b>

a/ In 1974, consists solely of appropriations for administrative expenses and for participation sales insufficiencies.

### BUDGET OUTLAYS (Dollars in Thousands)

	ACTUAL 1972	ESTIMATE 1973	ESTIMATE 1974
<b>Major Elements of Budget Outlays:</b>			
Housing Payments	\$1,119,682	\$1,663,000	\$2,000,000
Urban Renewal Programs	1,189,379	1,000,000	1,050,000
Federal Housing Administration Fund:			
Mortgage Sales	...	-100,000	...
Other Outlays	290,094	858,692	869,367
Model Cities Program	499,515	583,000	600,000
Water and Sewer Grants	134,005	130,000	122,705
Comprehensive Planning Grants	50,170	95,000	102,000
Open Space Land Programs	52,319	57,000	70,000
Research and Technology	42,392	48,300	57,770
Special Assistance Functions:			
Mortgage Sales	...	-459,683	-138,880
Other net outlays or receipts	448,617	-134,041	166,507
Management and Liquidating Functions:			
Mortgage Sales	-203,319	-438,317	-161,120
Other net receipts	-132,420	-129,659	-60,807
All other Outlays (net)	151,964	191,159	90,454
Net Budget Outlays	3,642,398	3,364,451	4,767,996
<b>Recapitulation:</b>			
Net outlays from regular operations	3,845,717	4,362,451	5,067,996
Mortgage Sales	-203,319	-998,000	-300,000
Net Budget Outlays	3,642,398	3,364,451	4,767,996

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